



Senate Bill 105

Interim Report

April 1, 2014

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INTRODUCTION

On September 12, 2013, Governor Brown signed Chapter 310, Statutes of 2013 (Senate Bill 105), laying the foundation for addressing many of the long-standing issues litigated before the Three Judge Court. On February 10, 2014, the Three Judge Court granted a two-year extension on its order to meet the in-state adult institution population design capacity of 137.5 percent and achieve a durable solution to prison capacity.

The Administration has spent much time and effort on the implementation of Realignment and changes in the prison system over the past few years. Those efforts have included many public safety stakeholder meetings, site visits, measures implemented to address prison population pressures and collaboration on public safety issues throughout California's local communities.

The Administration is committed to community-based public safety initiatives throughout California. Improving public safety and assessing the prison system requires continuation of the collaboration and partnerships with local governments and local public safety leadership that were instituted through Realignment.

Section 1 of Chapter 310, Statutes of 2013 states:

"The additional prison capacity and change to reduce prison population authorized by this act are immediate measures to avoid early release of inmates and allow the state to comply with the federal court order. This act will also provide time to develop additional thoughtful, balanced, and effective long-term solutions with input from the state's local government and justice partners who are still adjusting to the recent criminal justice reforms of realignment. The long-term changes will build upon the transition of lower level offenders to local jurisdiction, the construction of new prison health care facilities, and improvements to existing health care facilities throughout the prison system. The administration shall begin immediately, in consultation with stakeholders, including appropriate legislative committees, to assess the state prison system, including capacity needs, prison population levels, recidivism rates, and factors affecting crime levels, and to develop recommendations on balanced solutions that are cost effective and protect public safety. Not later than April 1, 2014, the Department of Finance shall submit the administration's interim report to the Legislature, and, not later than January 10, 2015, the Department of Finance shall submit the administration's final report to the Legislature. It is the intent of the Legislature to consider the reports along with the Legislature's independent findings during the annual budget process."

INTRODUCTION

This report is respectfully submitted to the Legislature in fulfillment of the Interim Report requirement.

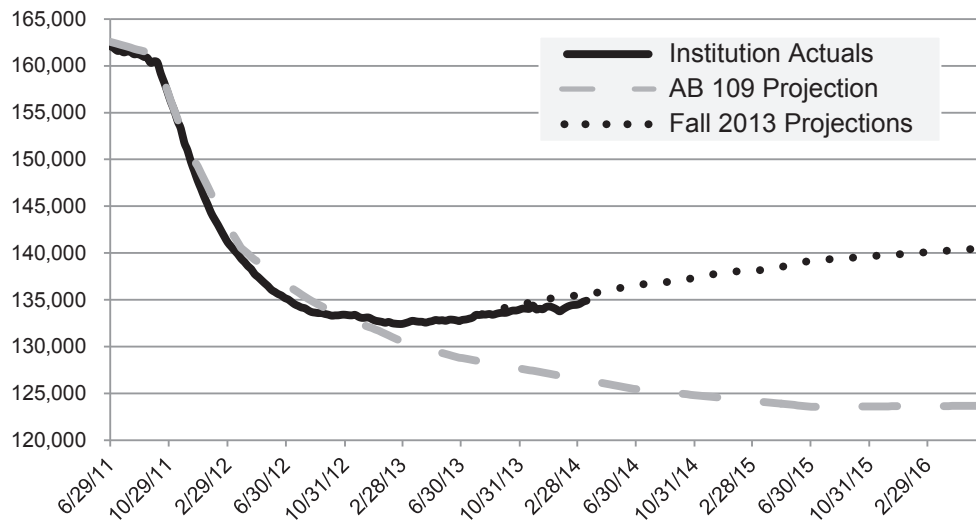
The Report is divided into four sections. Section One discusses the prison population based on the latest information from the California Department of Corrections and Rehabilitation. Section Two outlines the capacity of the prison system both in terms of current and potential future needs. Section Three provides initial comments on factors affecting crime. Section Four outlines information gathered from the initial discussions with stakeholders, summarizes the latest recidivism report from the Department, and outlines the Administration's recidivism reduction proposals included in the Governor's Budget.

SECTION ONE: STATE PRISON POPULATION

At present, the state's prison population is approximately 143.6 percent of design capacity or approximately 502 inmates above the court-ordered June 30, 2014 benchmark of 143 percent.

Figure 1 provides an illustration of current population projections alongside the initial Realignment projections. The state inmate population is projected to be 136,618 on June 30, 2014, a 2.8 percent (3,706) increase from the actual inmate population on June 30, 2013. The inmate population is projected to continue to increase through June 30, 2019, when it is expected to reach 142,990. While Realignment has reduced the state prison population by approximately 25,000 inmates to a total of 135,000 as of March 2014, current projections, relying largely on new admission rates, indicate the reductions may not be sustained.

Figure 1:
CDCR Adult Inmate Population



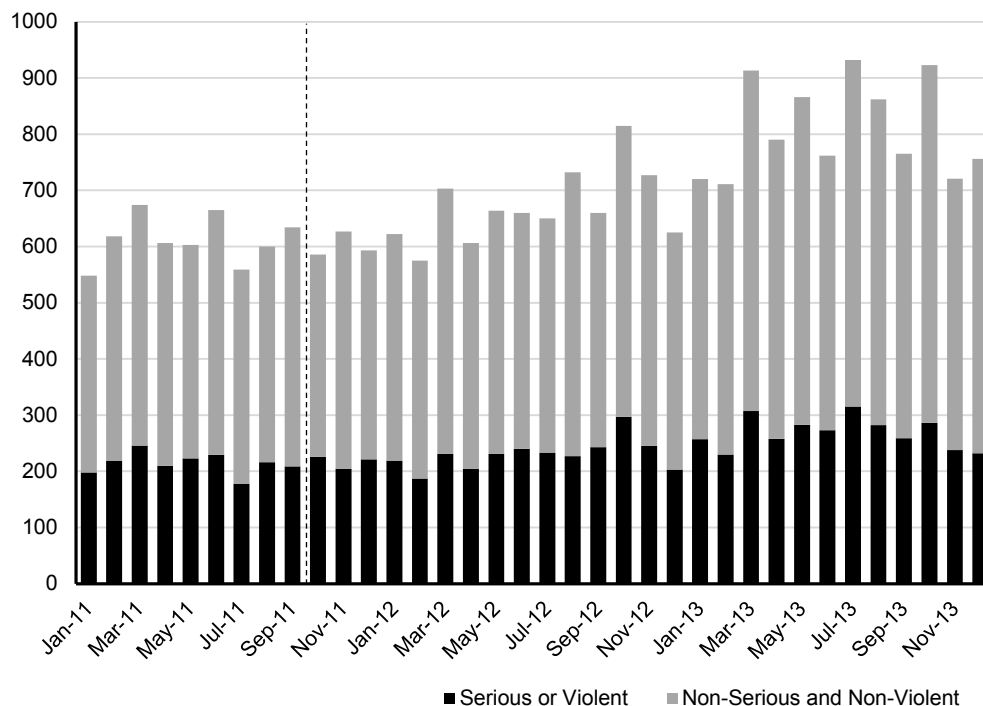
At the time Realignment went into effect, it was estimated that the adult inmate population would decrease by over 30,000 inmates by this point in time. There are several factors likely contributing to changing population projections, including the following:

SECOND STRIKE ADMISSIONS

Prison admissions data from the Department provides an indication of sentencing changes at the local level, specifically in the significant increase in admissions for second-strike convictions for non-violent, non-serious felonies as displayed in Figure 2.

Increased second-strike admissions has a significant impact on the state prison population because offenders serving a second-strike sentence must serve double the normal length of the commitment offense and are limited to 20 percent credit earnings while incarcerated (the average inmate receives 50 percent credit). However, pursuant to the February 10, 2014 federal court order, non-violent, non-sex offenders serving a second-strike sentence will now receive 33.3 percent credit earnings prospectively.

Figure 2:
Second Strike Admissions



In the eight months prior to Realignment, total second-strike admissions were 5,026, while second strike admissions were 6,059 during an eight-month period two years later, representing a 20 percent increase. Among the more significant second-strike admission increases were a 57 percent increase for Vehicle Theft, a 55 percent increase for Possession of a Controlled Substance, and a 54 percent increase for Purchase/Receiving a Stolen Vehicle. Figures 3a and 3b compare admissions for selected crimes, before and after Realignment.

In 2013, there were a total of 34,699 offenders serving a second-strike sentence in state prison. Of that total, 14,460 inmates were serving sentences for non-serious, non-violent, and non-sex offenses, with the most common controlling offenses being Possession of a Controlled Substance (1,817), Other Assault/Battery (1,750), and Possession of a Controlled Substance for Sale (1,698). There are an additional 6,348 non-violent, non-sex second-strike offenders with a conviction for a serious crime.

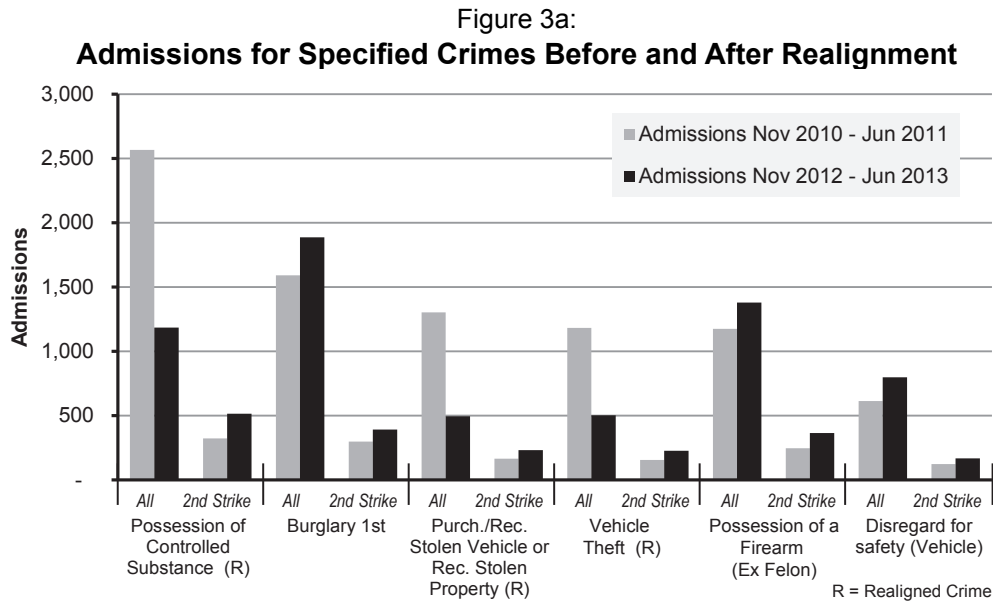
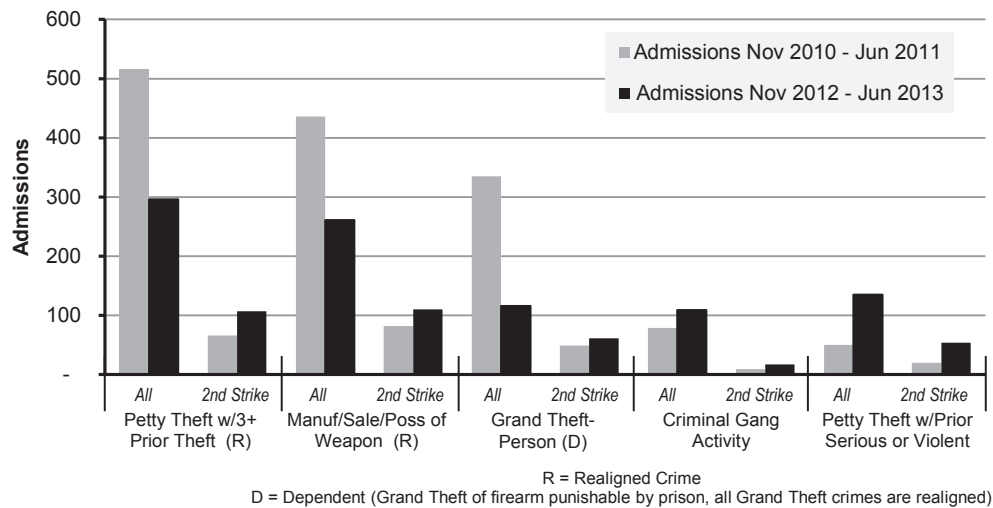


Figure 3b:
Admissions for Specified Crimes Before and After Realignment, continued



NEW FELONY CHARGES FOR FORMER PAROLE VIOLATORS

Because parole violators serve revocation terms in jail under Realignment, a significant reduction in the state's prison population was due to vastly fewer parolees returning to state custody (only paroled lifers can be returned to prison). Now that parole violations no longer result in prison incarceration, and can result in jail incarceration of no more than six months,

offenders are likely being charged for new crimes at a higher rate, rather than going through the parole/probation revocation process. Since a significant number of parole violations were for offenders that were committing new crimes, this increase was not entirely unexpected, but it was difficult to project the extent of the impact. Figures 3a and 3b show that certain crimes have higher admissions now than they did prior to Realignment, including First Degree Burglary, Possession of a Firearm, Disregard for Safety (Vehicle Code), Criminal Gang Activity, and Petty Theft with a Prior Serious or Violent.

DEMOGRAPHICS OF CALIFORNIA'S CURRENT PRISON POPULATION

As of February 28, 2014, there were 81,595 inmates (60 percent of the total population) serving a sentence for a violent crime. An additional 23,476 inmates were serving a sentence for a non-violent crime, but have a prior conviction for a violent crime. In total, 77 percent of the prison population had a history of committing a violent crime. Roughly 60 percent of the prison population had no prior serious or violent conviction, but could be serving a sentence for a current serious or violent conviction. New admissions to state prison (excluding violators and revocations) grew from calendar year 2012 to 2013 from 22,315 (63.8 percent of the total prison population) to 25,308 (66.1 percent), respectively.

According to findings from the Department's most recent recidivism report¹, the majority of offenders returned to prison were not convicted of violent crimes—less than 4 percent of the offenders returned to state prison were returned for crimes against persons. While the report indicates that 61 percent of inmates released from state prison returned to prison within three years, nearly 70 percent of those that returned did so because of a violation of parole, not for conviction of a new crime. However, it is important to note that these data are based on a population released prior to the implementation of Realignment and a return to prison for a parole violation is now no longer possible for most offenders. Convictions have held fairly steady over recent years and although not enough post-Realignment conviction data exists to model projected changes to conviction rates, researchers anticipate reductions to the number of offenders returned to custody at the state level. This change may result in increases in new convictions.

Nearly 20 percent of the prison population (26,759) is serving terms for taking a life due to a conviction for First Degree Murder, Second Degree Murder, Manslaughter, or Vehicular

¹ The "2013 Outcome Evaluation Report" followed outcomes over a three-year period for inmates released in fiscal year 2008-09. Note that the last nine months of this three-year period were after Realignment was implemented and return to custody for a parole violation was no longer possible for the majority of the inmates in the cohort.
http://www.cdcr.ca.gov/Adult_Research_Branch/Research_Documents/Outcome_Evaluation_Report_2013.pdf

Manslaughter. The next highest proportion of inmates are serving convictions for Robbery (16 percent, 21,245 inmates).

Over 25 percent of the population (33,678) is serving a prison term for a non-serious and non-violent crime. Of this total, 11,471 inmates also do not have a conviction for a *prior* serious or violent crime (8 percent of the total prison population).

Data provided on the demographics of the prison population in the remainder of this report are as of June 30, 2013. The Department recently converted to a new database, the Strategic Offender Management System, and is in the process of programming the system to provide the detailed data that was previously available under the old system. We anticipate more current detailed data will be available for the final report in January 2015.

IMPACT OF REALIGNMENT ON PRISON POPULATION DEMOGRAPHICS

The composition of California's prison population changed following the implementation of Realignment. The magnitude of this impact was examined using Prison Census Data from the Department's Office of Research.² The Prison Census Data are from two points in time, June 30, 2011, the time immediately prior to the implementation of Realignment, and June 30, 2013, approximately 1.5 years after the implementation of Realignment.

California's total prison population decreased by 18.3 percent from June 30, 2011 (164,169) to June 30, 2013 (134,160). The majority of offenders in both 2011 and 2013 were males (94.1 percent and 95.5 percent, respectively) with females making up the remainder. As of June 30, 2013, there were 106,580 inmates ages 18 to 49, 20,389 inmates ages 50 to 59, and 7,191 inmates aged 60 and over.

As displayed in Figure 4, there was a higher proportion of new admissions in 2013 (77.4 percent) than in 2011 (66.9 percent), but in 2011 there was a slightly higher proportion of parole violators with a new term (24.1 percent) than in 2013 (22.5 percent). As expected following Realignment, there were dramatically fewer parole violators with a return to custody in 2013 (0.1 percent) than in 2011 (7.5 percent). The percentage of offenders required to register as sex offenders increased slightly from 2011 to 2013, from 14.8 percent to 16.2 percent.

As displayed in Figure 5, changes in the percentages of offenders with serious and/or violent crimes were seen from 2011 to 2013: the largest increase was for offenders with current serious and/or violent crimes but no prior serious and/or violent crimes (47.7 percent vs.

² "Characteristics of the Inmate Population (Semi-Annual)" current and archive data report links are available at: http://www.cdcr.ca.gov/Reports_Research/Offender_Information_Services_Branch/Offender_Information_Reports.html

57.1 percent); and the largest decrease was for offenders with no current or prior serious and/or violent crimes (22.6 percent vs. 10.6 percent).

Figure 4:
Comparison of Admission Status Before and After Realignment

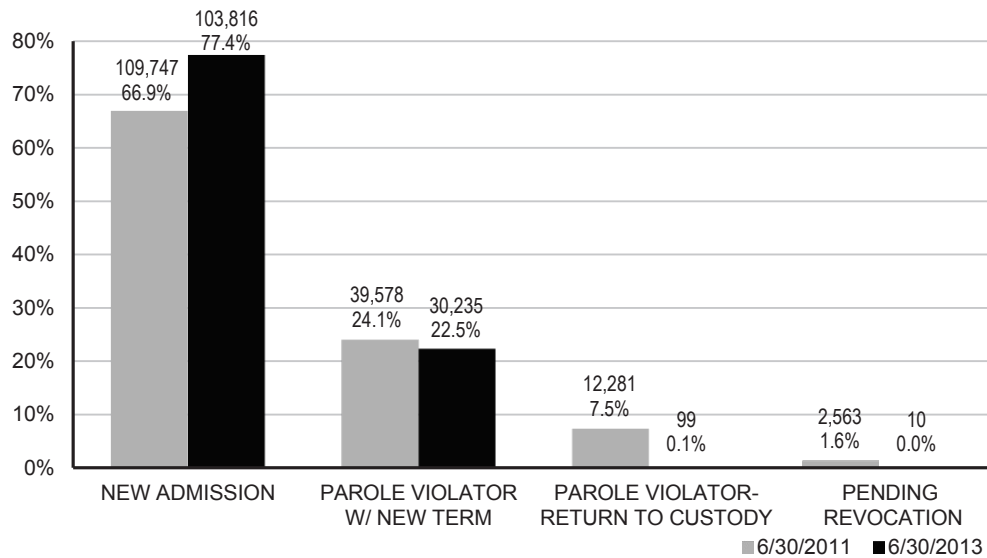
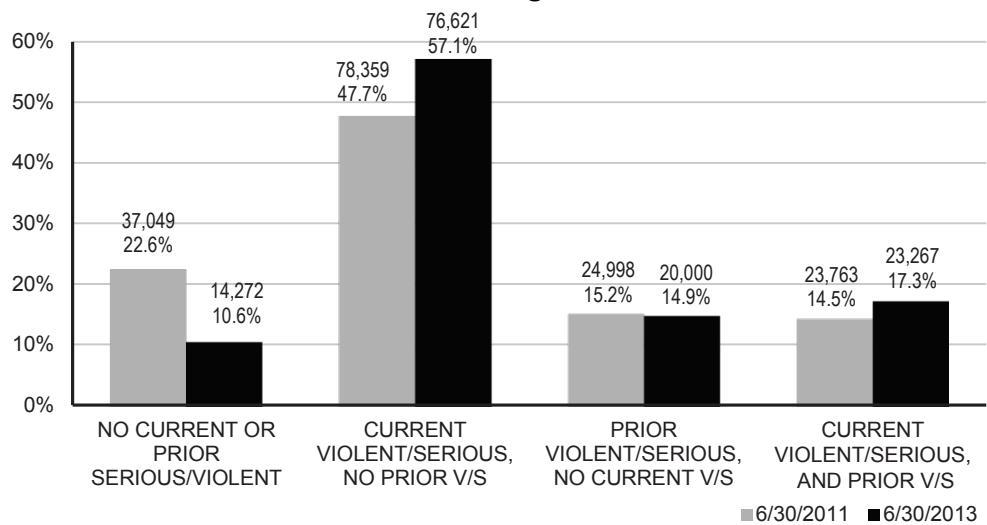


Figure 5:
Comparison of Serious and/or Violent Offenses Before and After Realignment



The percentage of offenders assigned to the Correctional Clinical Case Management System (18.6 percent and 21.0 percent, respectively) and those designated as Enhanced Outpatient Program (3.4 percent and 3.6 percent, respectively) both increased slightly. All offenders

were assessed for recidivism risk using the California Static Risk Assessment (CSRA) and scores on the CSRA were found to differ for the populations from 2011 to 2013. From 2011 to 2013, the proportion of inmates in the High risk categories declined, while the proportion of inmates in the Low and Moderate risk categories increased. However, it is important to note that the CSRA score measures an inmate's risk to recidivate as compared to that of other inmates. Even offenders with a Low risk score recidivate at a rate of 26 percent (one year rate) to 38 percent (three year rate).

Figure 6 shows that in 2011, over half of the population was sentenced under the determinate sentencing law (54.9 percent) but by 2013, this percentage had decreased by over 10 percent (44.5 percent). All remaining sentencing status categories increased from 2011 to 2013, with the largest increases seen for second strikers (21.2 percent vs. 25.9 percent) and lifers (15.3 percent vs. 19.5 percent), and the smallest increase found for those on death row (0.4 percent vs. 0.5 percent).

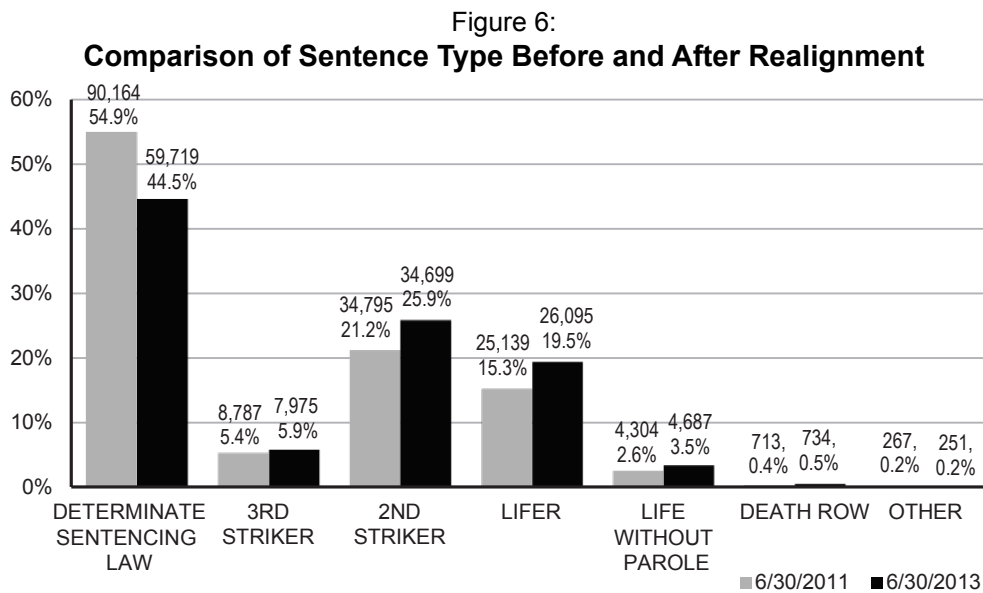


Figure 7 shows the relative ranking of controlling offenses (sentence type) that offenders came to prison for remained the same from 2011 to 2013, but the percentages of offenders in each category changed dramatically. From 2011 to 2013 there was an increase in the percentage of offenders entering for crimes against persons (58.9 percent and 70.2 percent, respectively), and decreases in the percentage of offenders entering for property crimes (18.4 percent and 13.7 percent, respectively), drug crimes (14.8 percent and 8.7 percent, respectively), and other crimes (7.9 percent and 7.4 percent, respectively).

Figure 7:
Comparison of Commitment Offense Group Before and After Realignment

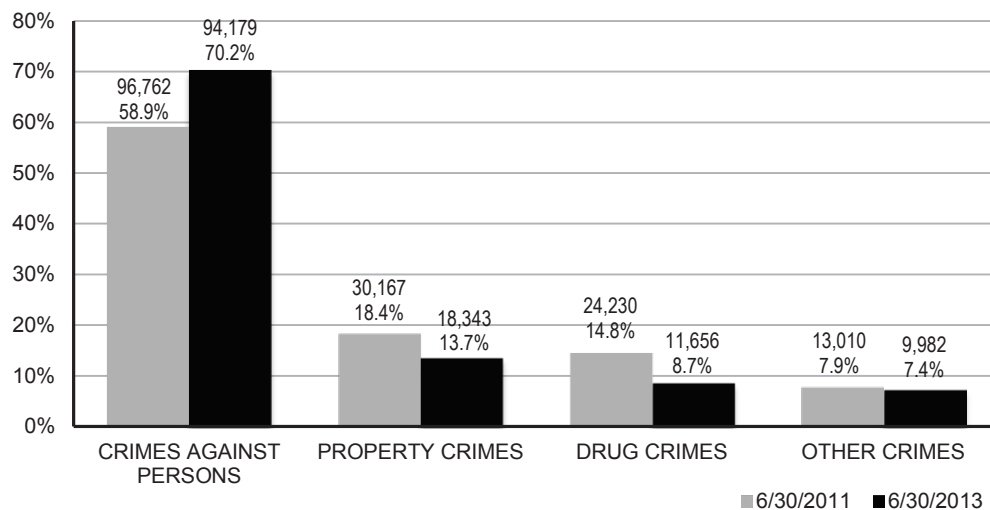
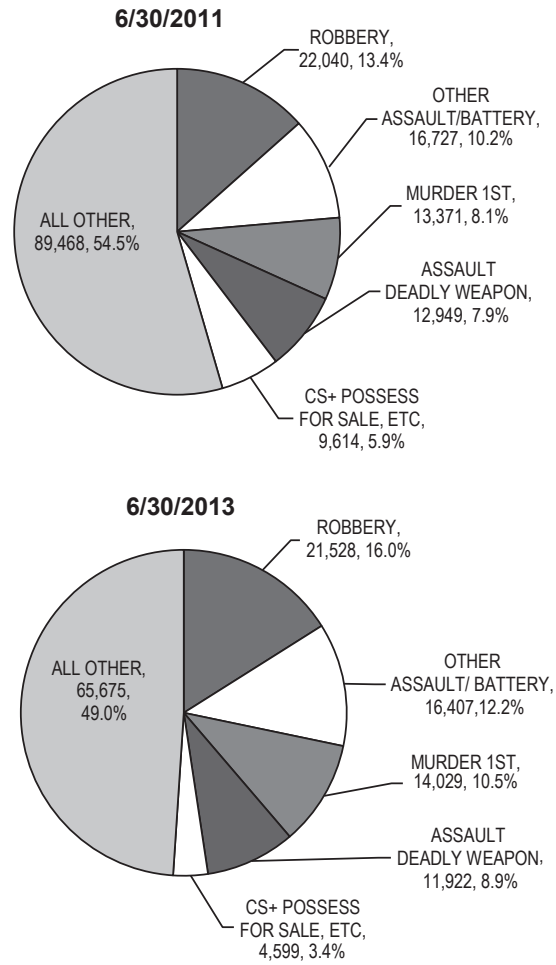


Figure 8 shows the types of crimes offenders came into prison for remained fairly similar from 2011 to 2013 although there were slight increases for Robbery (13.4 percent vs. 16.0 percent), First Degree Murder (8.1 percent vs. 10.5 percent), and Other Assault/Battery (10.2 percent vs. 12.2 percent). There were slight decreases from 2011 to 2013 for the offenses of Possession of a Controlled Substance for Sale (5.9 percent vs. 3.4 percent), Possession of a Controlled Substance (5.1 percent vs. 3.2 percent), and Second Degree Burglary (3.7 percent vs. 2.3 percent).

Figure 8:
Comparison of Commitment Offense Before and After Realignment



Tables 1 and 2 compare the demographic characteristics and offense categories before and after Realignment.

Table 1:
Demographic Characteristics Before and After Realignment

Characteristics	6/30/2011		6/30/2013	
	N	%	N	%
Admission Status				
New Admission	109,747	66.9%	103,816	77.4%
Parole Violator-With New Term	39,578	24.1%	30,235	22.5%
Parole Violator-Return To Custody	12,281	7.5%	99	0.1%
Pending Revocation	2,563	1.6%	10	0.0%
Sex Registrant				
No	139,832	85.2%	112,451	83.8%
Yes	24,337	14.8%	21,709	16.2%
Serious/Violent				
No Current Or Prior Serious/Violent	37,049	22.6%	14,272	10.6%
Current Violent/Serious, No Prior Violent/Serious	78,359	47.7%	76,621	57.1%
Prior Violent/Serious, No Current Violent/Serious	24,998	15.2%	20,000	14.9%
Current Violent/Serious And Prior Violent/Serious	23,763	14.5%	23,267	17.3%
Sentence Status				
Determinate Sentencing Law	90,164	54.9%	59,719	44.5%
3rd Striker	8,787	5.4%	7,975	5.9%
2nd Striker	34,795	21.2%	34,699	25.9%
Lifer	25,139	15.3%	26,095	19.5%
Life Without Parole	4,304	2.6%	4,687	3.5%
Death Row	713	0.4%	734	0.5%
Other	267	0.2%	251	0.2%
Controlling Offense				
Crimes Against Persons	96,762	58.9%	94,179	70.2%
Property Crimes	30,167	18.4%	18,343	13.7%
Drug Crimes	24,230	14.8%	11,656	8.7%
Other Crimes	13,010	7.9%	9,982	7.4%

Table 2:
Offense Group Before and After Realignment

Offense Group	6/30/2011		6/30/2013	
	N	%	N	%
Murder 1st	13,371	8.1%	14,029	10.5%
Murder 2nd	8,272	5.0%	8,047	6.0%
Manslaughter	3,605	2.2%	3,770	2.8%
Vehicular Manslaughter	704	0.4%	686	0.5%
Robbery	22,040	13.4%	21,528	16.0%
Assault Deadly Weapon	12,949	7.9%	11,922	8.9%
Other Assault/Battery	16,727	10.2%	16,407	12.2%
Rape	2,566	1.6%	2,443	1.8%
Lewd Act With Child	9,113	5.6%	8,845	6.6%
Oral Copulation	788	0.5%	758	0.6%
Sodomy	230	0.1%	226	0.2%
Penetration With Object	622	0.4%	552	0.4%
Other Sex Offenses	3,063	1.9%	2,211	1.6%
Kidnapping	2,712	1.7%	2,755	2.1%
Burglary 1st	7,702	4.7%	7,732	5.8%
Burglary 2nd	6,142	3.7%	3,027	2.3%
Grand Theft	2,469	1.5%	1,035	0.8%
Petty Theft With Prior	3,288	2.0%	1,284	1.0%
Receiving Stolen Property	2,827	1.7%	1,297	1.0%
Vehicle Theft	4,441	2.7%	2,229	1.7%
Forgery/Fraud	2,211	1.3%	892	0.7%
Other Property Offenses	1,087	0.7%	847	0.6%
Possession of Controlled Substance	8,443	5.1%	4,278	3.2%
Possession of Controlled Substance For Sale	9,614	5.9%	4,559	3.4%
Sales of Controlled Substance, Etc.	3,787	2.3%	1,688	1.3%
Manufacturing Controlled Substance	332	0.2%	158	0.1%
Other Controlled Substance	727	0.4%	451	0.3%
Hashish Possession	47	0.0%	17	0.0%
Marijuana Possession For Sale	719	0.4%	241	0.2%
Marijuana Sales	441	0.3%	164	0.1%
Other Marijuana Offenses	120	0.1%	60	0.0%
Escape	61	0.0%	90	0.1%
Driving Under The Influence	2,206	1.3%	1,521	1.1%
Arson	472	0.3%	437	0.3%
Possession of Weapon	6,064	3.7%	4,652	3.5%
Other Offenses	4,207	2.6%	3,282	2.4%

CALIFORNIA'S NON-SERIOUS, NON-VIOLENT, NON-SEX OFFENDER PRISON POPULATION

As of June 30, 2013, the total state prison population was 134,160 and non-serious, non-violent, and non-sex offenders comprised roughly 20 percent of this population (27,578). There were 9,192 non-serious, non-violent, and non-sex offenders with a prior serious and/or violent offense admitted to state prison during 2012-13 and there were 9,466 releases of the same type of offenders during this same time. There were 7,901 non-serious, non-violent, non-sex offenders without a prior serious and/or violent offense admitted to state prison during 2012-13 and there were 11,950 releases of the same type of offenders during this same time.

Of the total non-serious, non-violent, non-sex offender population in prison as of June 30, 2013, there were 8,872 non-serious, non-violent, non-sex offenders without a prior serious and/or violent offense (32.2 percent) and 18,706 non-serious, non-violent, non-sex offenders with a prior serious and/or violent offense (67.8 percent). Some of these offenders have controlling offenses that were not realigned. The Administration originally proposed to realign almost 60 additional crimes, but based on concerns by local law enforcement and others, these crimes were not realigned and offenders continue serving sentences for these crimes in state prison. There were 3,455 non-serious, non-violent, non-sex offenders who were admitted for crimes that were intentionally not realigned.³ The most common controlling offenses for the 8,872 non-serious, non-violent, non-sex offenders without serious/violent priors are listed in Table 3.

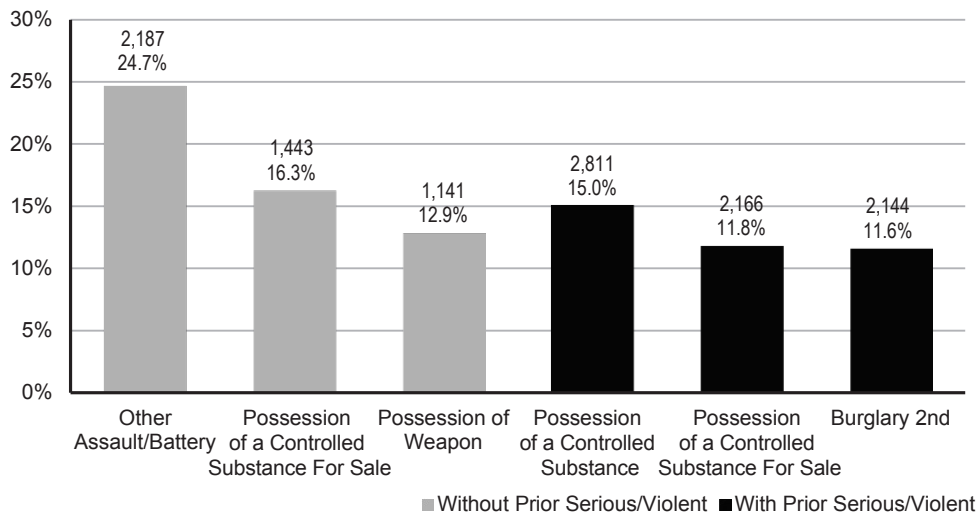
Table 3:
**Most Common Non-Serious, Non-Violent, and Non-Sex Offenders
with no prior Serious/Violent**

Offense Group	6/30/2013	
	N	%
Possession of a Controlled Substance for Sale	1,443	16%
Possession of Weapon	1,141	13%
Willfully Inflicting Physical Injury upon a Spouse	909	10%
Driving with a Disregard for Public Safety while Fleeing a Peace Officer	686	8%
Possession of a Controlled Substance	598	7%
Driving Under the Influence	563	6%
Vehicle Theft	497	6%
Sales of a Controlled Substance	459	5%

³ There are nearly 60 crimes that are not defined in the Penal Code as serious or violent offenses, but are still served in state prison rather than in local custody. The list of excluded crimes is available at: [http://www.cmhda.org/go/portals/0/cmhda%20files/committees/forensics/1107_forensics/ab_109_crime_exclusion_list_\(7-22-11\).pdf](http://www.cmhda.org/go/portals/0/cmhda%20files/committees/forensics/1107_forensics/ab_109_crime_exclusion_list_(7-22-11).pdf)

The most common controlling offenses for non-serious, non-violent, non-sex offenders, with and without a prior serious and/or violent offense, were examined for June 30, 2013, and the patterns were different as displayed in Figure 9. For non-serious, non-violent, and non-sex offenders without a prior serious and/or violent offense, the most common controlling offense was Other Assault/Battery (24.7 percent), followed by Possession of a Controlled Substance for Sale (16.3 percent), and then Possession of Weapon (12.9 percent). For non-serious, non-violent, non-sex offenders with a prior serious and/or violent offense, the most common controlling offense was Possession of a Controlled Substance (15.0 percent), followed by Possession of a Controlled Substance for Sale (11.8 percent), and then Second Degree Burglary (11.6 percent).

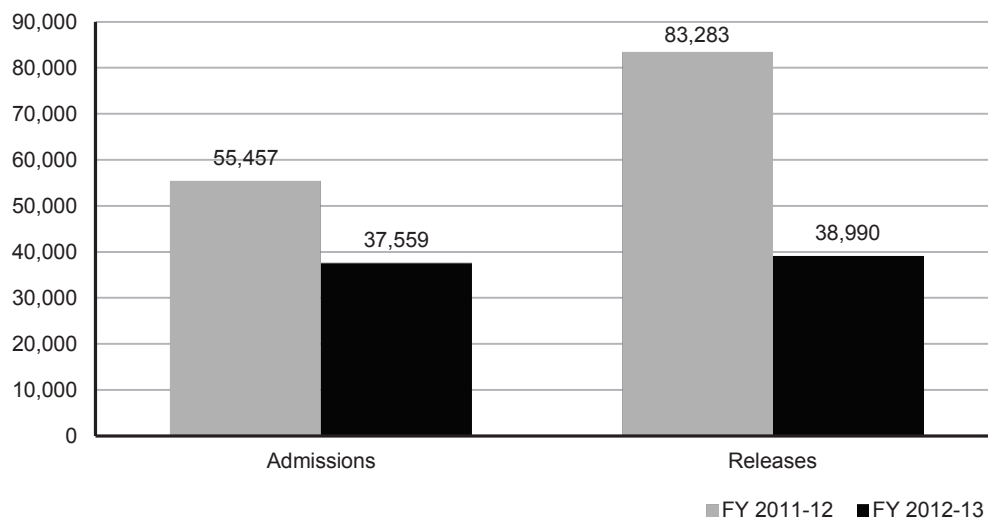
Figure 9:
**Controlling Offenses for June 30, 2013 Non-Serious, Non-Violent,
Non-Sex Offender Population**



STATE PRISON ADMISSIONS/RELEASES BEFORE AND AFTER REALIGNMENT

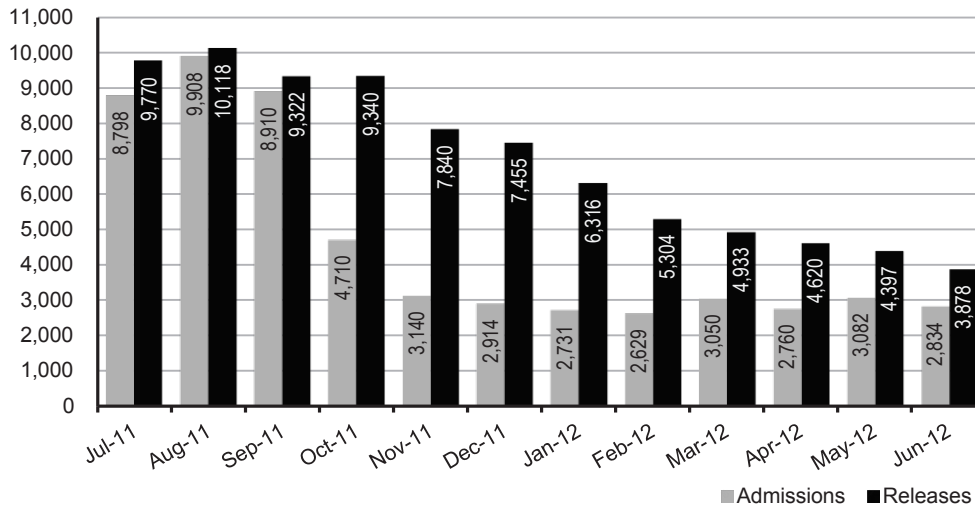
As displayed in Figure 10, there was a 32.3 percent decline in the number of admissions from 2011-12 to 2012-13 and a 53.2 percent decline in releases for the same time. The implementation of Realignment occurred during 2011-12 and significantly changed who is eligible for state prison, which likely accounts for the decrease in admissions seen between the two fiscal years. Examination of each year's admissions and releases allows for a better picture of the trends that are emerging in the state prison population before and after Realignment.

Figure 10:
Comparison of Admissions and Releases for Fiscal Years 2011-12 and 2012-13



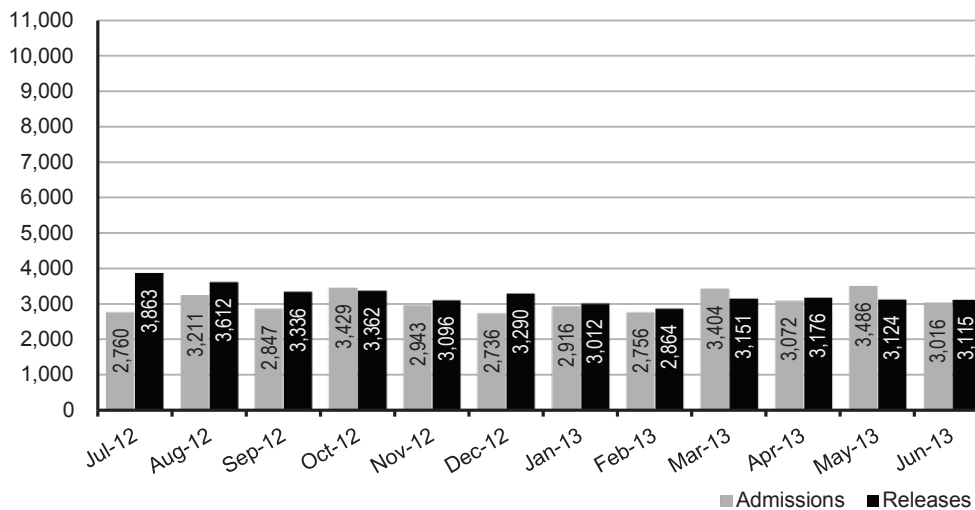
Examination of the admission trends for 2011-12 shows that the population peaked in August 2011 and then declined dramatically from September to October of 2011 as displayed in Figure 11. After November 2011, the admission rates begin to stabilize and show less variation from month-to-month. Releases for this same time follow a similar pattern of decline and then stabilization but the changes are more gradual and less pronounced from month-to-month. The release population peaked in August of 2011, declined slightly and then leveled-off for September and October of 2011, and then began to decline at a gradual rate thereafter. The release population, however, was at all times in 2011-12, larger than the admissions population.

Figure 11:
Admissions and Releases for Fiscal Year 2011-12



Examination of the admission trends for 2012-13 shows a lot less variation overall as seen in Figure 12. Admissions showed gradual peaks and declines from July 2012 through June 2013.

Figure 12:
Admissions and Releases for Fiscal Year 2012-13



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SECTION TWO: STATE PRISON CAPACITY

The state's current design capacity is for 81,574 inmates. The activation of the DeWitt Nelson Correctional Annex in the spring of 2014 will add 1,133 beds, increasing the capacity to 82,707. An additional 2,376 beds will be activated in early 2016, when the three dormitory infill projects are complete at Mule Creek State Prison and Richard J. Donovan Correctional Facility, increasing the capacity to 85,083. The Department has 4,480 fire camp beds that are not included in the prison capacity noted above. Applying the court-imposed population cap of 137.5 percent of design capacity will allow the state to house 116,989 inmates in its prisons in February 2016. The Department's total adult inmate population as of March 12, 2014, was 134,801, of which 117,153 were housed in the Department's adult institutions, and the remaining 17,648 were housed in fire camps or contract beds.

The Department houses inmates by security level. Table 4 compares the Department's male housing capacity by security level to the expected population levels on June 30, 2014, as projected in the fall of 2013. It is important to note that the Level II and Level III male inmate population is projected to be around 75,000 inmates by June 30, 2014, but as of June 30, 2019, the Department projects these populations to increase to almost 79,000 inmates. This will partially be mitigated by the 2,376 infill beds coming online in 2016. However, since the Department is relying on over 17,000 leased or contracted beds to primarily house Level II and Level III inmates, and the state's institution capacity for these levels is already well below the actual need, there will be an increased demand for Level II and Level III housing.

Table 4:
Adult Male Inmate Population by Security Level

Security Level	Institution Design Capacity	June 30, 2014 Projected Population as of Fall of 2013*
I	12,405	15,992
II	28,081	44,572
III	19,846	30,213
IV	13,879	23,031

*This chart does not include the June 30, 2014 projected populations for reception centers (11,721), special housing units (4,910), or females (6,179).

The Department's facilities must provide a confined population with all of the services generally provided in a small city: the infrastructure includes a variety of buildings and systems that include housing units; pharmacies; kitchen and dining facilities; laboratories; medical, dental, psychiatric, and substance use disorder treatment space; chapels; recreation areas; classrooms; libraries; firehouses; plant operations; vocational and industry space;

and warehouse, administrative, and records space. Because of their size and often remote locations, the infrastructure includes water and wastewater treatment systems, and some produce a portion of their own power through cogeneration plants or solar energy systems.

The Department continues to have critical infrastructure issues that need to be addressed to support its public safety mission. This is due in part to the age of most institutions, but it is also the result of deferred maintenance, excessive wear and tear caused by occupancy levels beyond design capacity, changing technology requirements, facility infrastructure modifications required by the federal courts, and modernizations necessary for the change in the type of adult inmate and youth ward populations who remain in state facilities. Table 5 includes each correctional facility by age and design capacity. The 2014 California Five-year Infrastructure Plan proposes \$377 million in additional funding over the next five years to address critical infrastructure, inmate housing, and workload space deficiencies.

While the state has reduced its inmate population by about 25,000 since the implementation of Realignment, the state is currently above the court-ordered cap. The state is pursuing a number of strategies to reduce the state prison population below the court-ordered cap, but additional state prison capacity is needed. In addition to capacity, there are also significant other infrastructure issues in the prison system such as deficiencies in inmate housing, health care, mental health, and dental services, facility/infrastructure modernization, as well as support, programming and administrative space.

Chapter 7, Statutes of 2007 (AB 900), provided authority to expand the prison system. AB 900 was later amended by Chapter 42, Statutes of 2012 (SB 1022), to repeal approximately \$4.1 billion of lease revenue bond financing authority originally appropriated for the construction of various state prison facilities that were no longer needed because of the implementation of Realignment and the adoption of the Blueprint. SB 1022 maintained total AB 900 lease revenue bond financing authority of approximately \$2.1 billion for design and construction of state prison facilities that include 1,818 beds at the California Health Care Facility (CHCF) and 1,133 beds at the adjacent DeWitt Nelson Correctional Annex and several other medical and mental health projects throughout the state, including the projects in the Health Care Facility Improvement Program. A number of mental health projects authorized with the remaining AB 900 lease revenue bond financing authority have already been completed and occupied, and one project remains to be completed in 2015. CHCF began occupancy in July 2013, the DeWitt Nelson Correctional Annex is completed and is scheduled to begin occupancy in the spring of 2014, while the final AB 900 project (Central California Women's Facility Enhanced Outpatient Program Treatment and Office Space) is scheduled

to begin occupancy in June 2015. In addition, approximately 20 projects in the Health Care Facility Improvement Program are in the design phase, and it is anticipated the remaining projects will be initiated during 2014.

The state has also commenced construction on a three-phase project to address physical plant conditions in prison dental clinics. These projects primarily address infection control, safety and security, and provider efficiency. The first phase of construction was completed in July 2013; the second phase is scheduled for completion in August 2014, and the third phase is scheduled for completion in February 2015.

In 2012, the Administration released a report entitled “The Future of California Corrections”—essentially a Blueprint for reducing the cost of the state’s prison system and improving its operations. The Blueprint recognized the need to provide housing for specific sub-populations of Level II inmates. These inmates included those with intermediate medical needs, mental health treatment needs, or inmates with disabilities. To address these population needs, the 2012 Budget Act included an additional \$810 million of lease revenue bond financing authority for the design and construction of three new Level II dormitory housing facilities at existing prisons. Two of these new dormitory housing facilities will be located adjacent to Mule Creek State Prison in Lone, and the third is to be located at Richard J. Donovan Correctional Facility in San Diego. The 1,584 inmate facility at Mule Creek State Prison and the 792 inmate facility at Richard J. Donovan Correctional Facility are projected to complete construction and be activated by February 2016.

The 2014-15 Governor’s Budget proposes \$130 million to design and renovate the Northern California Women’s Facility in Stockton, into a new Northern California Reentry Facility with approximately 600 beds. In addition to renovations, the project includes the addition of a new health services building and new visitor center.

In summary, since 2012, 1,977 beds have been added to the prison system, and approximately 3,300 more beds will be added by March 2017.

As noted earlier, many of the prisons are in need of significant facility and infrastructure upgrades. Others are not built to accommodate the expanded rehabilitative programs. In addition, a sustained replacement and modernization of the system is needed to respond to the state’s growing population. The Department is continuing to develop a plan to construct capacity to both replace and increase the system in the most feasible way to provide safe housing conditions and continued health care access for its inmates.

DEFERRED MAINTENANCE

Properly maintaining state facilities results in the longest useful life of the facilities and reduces the need to build new facilities. The practice of operating building systems beyond their useful life leads to increased maintenance and repair costs to maintain operations, and a higher risk of total system failure that then requires the Department to incur emergency repair costs or the costs for rental equipment when the building system fails and can no longer be repaired. The age and 24-hour operation of prisons leads to premature degradation of infrastructure, buildings and roofs, and mechanical systems like electrical, water, and ventilation. The Department has identified an existing backlog of special repair and deferred maintenance projects totaling more than \$950 million. Current allocated funding of approximately \$30 million annually is not sufficient to keep this backlog from increasing.

Current funding must be expended on only the most critical projects for equipment facing imminent failure, and for emergency projects resulting from complete failure of infrastructure and building systems, or from natural actions like storm damage. The 2014-15 Governor's Budget proposes a onetime augmentation of \$20 million to address the Department's deferred maintenance needs. This will allow the Department to address critical projects that have been deferred in prior years.

Table 5:
Facility Age and Capacity

Institution	Year Activated	Design Capacity	Actual Population 3/12/2014	Population as % of Design Capacity
Total housed in adult institutions ^a		81,574	117,153	143.6%
Total housed in camps			4,173	
Total housed out of state			8,740	
Individual CDCR Institutions - Men				
San Quentin State Prison (SQSP)	1852	3,082	3,950	128.2%
Folsom State Prison (FSP)	1880	2,066	2,854	138.1%
California Correctional Institution (CCI)	Original/Female: 1933			
	Reopened/Male: 1954	2,783	4,367	156.9%
California Institution for Men (CIM)	1941	2,976	4,643	156.0%
Correctional Training Facility (CTF)	1946	3,312	5,034	152.0%
Deuel Vocational Institution (DVI)	1953	1,681	2,599	154.6%
California's Men's Colony (CMC)	East: 1954			
	West: 1961	3,838	4,565	118.9%
California Medical Facility (CMF)	1955	2,361	2,070	87.7%
California Rehabilitation Center (CRC)	1962	2,491	3,028	121.6%
California Correctional Center (CCC)*	1963	3,883	5,032	129.6%
Sierra Conservation Center (SCC)*	1965	3,736	4,654	124.6%
California State Prison, Solano (SOL)	1984	2,610	4,101	157.1%
California State Prison, Sacramento (SAC)	1986	1,828	2,219	121.4%
Avenal State Prison (ASP)	1987	2,920	3,903	133.7%
Mule Creek State Prison (MCSP)	1987	1,700	2,886	169.8%
R.J. Donovan Correctional Facility (RJD)	1987	2,200	3,098	140.8%
California State Prison, Corcoran (COR)	1988	3,116	4,311	138.4%
Chuckawalla Valley State Prison (CVSP)	1988	1,738	2,295	132.0%
Pelican Bay State Prison (PBSP)	1989	2,380	2,740	115.1%
Wasco State Prison (WSP)	1991	2,984	5,148	172.5%
Calipatria State Prison (CAL)	1992	2,308	3,835	166.2%
California State Prison, Los Angeles County (LAC)	1993	2,300	3,658	159.0%
North Kern State Prison (NKSP)	1993	2,694	4,714	175.0%
Centinela State Prison (CEN)	1993	2,308	2,867	124.2%
Ironwood State Prison (ISP)	1994	2,200	3,050	138.6%
Pleasant Valley State Prison (PVSP)	1994	2,308	3,109	134.7%
Valley State Prison (VSP)	Original/Female: 1995			
	Converted/Male: 2013	1,980	3,175	160.4%
High Desert State Prison (HDSP)	1995	2,324	3,394	146.0%
Salinas Valley State Prison (SVSP)	1996	2,452	3,313	135.1%
Substance Abuse Treatment Facility (SATF)	1997	3,424	5,486	160.2%
Kern Valley State Prison (KVSP)	2005	2,448	3,766	153.8%
California Health Care Facility (CHCF)	2013	1,818	1,331	73.2%
Individual CDCR Institutions -Women				
Central California Women's Facility (CCWF)	1990	2,004	3,661	182.7%
California Institution for Women (CIW)*	1952	1,398	2,115	151.3%
Folsom Women's Facility (FWF)	Transitional Facility:			
	1990			
	Reopened/Female: 2013	403	355	88.1%

*The individual Design Capacity and Actual Population figures for California Correctional Center, Sierra Conservation Center and California Institute for Women include persons housed in camps, which total 4,480 and 4,142 respectively.

^a The "Actual Population" includes inmates housed in medical and mental health inpatient beds located within Correctional Treatment Centers, General Acute Care Hospitals, Outpatient Housing Units, and Skilled Nursing Facilities at the State's 34 institutions. Many of those beds are not captured in "Design Capacity."

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SECTION THREE: FACTORS AFFECTING CRIME

The factors affecting crime is a topic of much research, interpretation, and debate. That research is beyond the scope of this interim report. In very general terms, the research identifies factors that may increase the risk of criminal behavior, such as socio-economic and geographic location, and that different factors and opportunities influence the type of crime committed. Age, gender, opportunity, unemployment or economic stress, lack of family stability, substance abuse, school performance, truancy, gang involvement, and the influence of others are just some of the factors that can be correlated with crime.

There are various facts and indications about crime in California that will be important to consider along with recidivism reduction strategies to develop programs that are the most effective in reducing crime and recidivism.

COUNCIL OF STATE GOVERNMENTS REPORT

To develop an understanding of who is committing crimes in California cities, the Council of State Governments examined felony and misdemeanor adult arrests made by the Los Angeles, Redlands, Sacramento, and San Francisco police departments between January 2008 and June 2011.⁴ It was determined that of the nearly 650,000 arrest records received, only 22 percent of the arrests involved individuals who were under parole or probation supervision at the time of arrest. Eight percent of those arrested were on parole while 14 percent were on probation. Seventy-eight percent of the arrests involved individuals who were not under state or local supervision. Furthermore, 62 percent of the individuals arrested had never been under state or local supervision at any time. Looking closer at the type of crime an individual was arrested for, 16 percent of arrests for violent offenses involved individuals under parole or probation supervision while 84 percent of violent arrests involved individuals who were not being supervised. For drug-related arrests, 34 percent involved those under parole or probation while 66 percent involved individuals who were not being supervised. While this report only reviewed arrests data for four cities, there is a clear indication that the majority of crime and arrests are not attributable to individuals under supervision (parole or probation).

Prior to release of the final report in January 2015, the Administration will further explore factors affecting crime, prison admissions, and recidivism.

⁴ "The Impact of Probation and Parole Populations on Arrests in Four California Cities" report by the Council of State Governments Justice Center is available at: <http://www.cdcr.ca.gov/Reports/docs/External-Reports/CAL-CHIEFS-REPORT.pdf>

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SECTION FOUR: STAKEHOLDER MEETINGS AND RECIDIVISM REDUCTION EFFORTS

The Governor asked the Chair of the Board of State and Community Corrections to lead the effort of meeting with stakeholders regarding proposals that are cost effective and protect public safety and are aimed at recidivism reduction and/or reduction of the prison population.

A series of individual meetings have occurred with law enforcement representatives, advocacy groups, state departments, statewide associations, and representatives of the Legislature. In addition, visits to several counties have given the Administration the opportunity to review programs that local governments have ascertained are successful in reducing recidivism in their community. The final report due January 10, 2015, will contain a listing of all groups; at this time such a list would be incomplete.

The meetings held so far have elicited a wide range of thoughtful discussion and suggestions. Much of the dialogue has been about the barriers offenders face as they reenter the community and programs or changes that may assist in improving the reentry process.

These discussions are not complete and the Chair anticipates many more meetings and visits. This report identifies the key topics raised by groups so far, but there are no new recommendations at this time since the process is incomplete. Also, while these topics merit discussion, a thorough review and analysis of their impact on recidivism needs to be conducted prior to making additional recommendations.

Effective recidivism reduction and crime prevention at the local level should translate into fewer persons coming to state prison. Further analysis will be important in determining what changes have the most significant impact on who comes to state prison.

During initial meetings, stakeholders identified the following topics that require further discussion:

Barriers to reentry success:

- Lack of affordable housing
- Housing policies that may negatively impact offender access to housing
- Lack of availability of housing options for sex offenders
- The cumulative impact of high court fines and penalties on offenders (reentering with debt)
- Lack of jobs in the community

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- Lack of job training
- Barriers to receiving appropriate services such as SSI/SSP, CalWORKs, and CalFresh benefits which could lead to a more stable living situation
- Difficulty in siting reentry or other service oriented facilities
- Barriers to offenders receiving state licenses despite being trained in a program area (such as cosmetology/barbering)
- Lack of mental health and substance use disorder treatment, including facilities

Suggestions for improving reentry:

- Regional reentry services and programs in small and rural counties
- Additional funding for support services, such as mental health and substance use disorder
- Increased use of risk and needs assessment tools to assist with program decision making
- Consistent use of reintegration plans for offenders
- Streamline process for offenders transitioning into the community to obtain birth certificates, drivers' licenses, or other identifications, which are necessary to drive, apply for jobs, and access social services
- Examine policies limiting offender eligibility for services such as CalWORKs and SSI/SSP
- Institutional classes to provide offenders the necessary tools to obtain employment and housing
- Link offenders transitioning into the community with health care services
- Increase short and long term programming to offenders nearing release
- Provide services to families

Other issues raised:

- Review the current felony sentencing structure
- Examine the statewide variation in the use of split sentences
- Determine the impact of stacking terms during sentencing
- Identify technical fixes to AB 109
- Define and measure recidivism
- Identify who is currently serving time in prison
- Review the impact of plea bargaining on the jail and prison population
- Examine the impact of second-strike sentences on the prison population
- Review of existing drug laws and retroactive changes to drug laws
- Review the number of offenders in prison for non-violent and drug crimes

- Review the mechanisms for restitution collection
- Ensure the Victim Indemnification Fund is dispersed as intended
- Ensure offender accountability for individuals receiving split sentences
- Ensure all victim notifications are provided consistent with the requirements of Marsy's Law
- Elderly parole
- Need for additional police officers

EFFORTS CURRENTLY UNDERWAY

The Legislature and Governor have already begun addressing some of these issues and the Administration has several proposals before the Legislature that are consistent with some of the topics raised.

ELDERLY PAROLE

The Administration has been ordered by the Court to establish a process whereby inmates who are 60 years of age or older and have served a minimum of 25 years of their sentence will be referred to the Board of Parole Hearings to determine suitability for parole. The Department is in the process of developing policies and procedures for tracking eligible offenders, for training commissioners on the effects of age and long-term confinement on an inmate's potential for risk to public safety, and for developing a systemic methodology for scheduling and tracking hearings.

MEDICAL PAROLE

Chapter 405, Statutes of 2010 (SB 1399), authorized the state's existing Medical Parole Program. Since January 2011, the Board has heard 67 requests for medical parole and issued 60 grants. The Court has ordered an expansion of the Medical Parole Program to cover more inmates with severe physical or cognitive conditions.

COMMUNITY HEALTH CARE SERVICES

The intersection of state offenders reintegrating into the community and lower-level offenders staying in the community on alternative sanctions, or supervision, demonstrates the importance of the support services necessary to stop the cycling of offenders through the jail and prison system. Effective recidivism reduction in the community should lead to fewer offenders coming to state prison. In part, it was this intersection that led the Administration to support additional expansion of state-funded health care programs. These programs are an integral component of recidivism reduction.

HEALTH CARE SERVICES

As part of the 2013 Budget Act, the state agreed to expand Medi-Cal benefits to childless adults. A significant number of the county indigent health population will now be covered by Medi-Cal and a large number of this expanded caseload intersects with the criminal justice system. While the federal government will not pay for medical care within a locked prison or jail, services provided in the community are allowable for reimbursement and access to these services will improve health outcomes and assist in recidivism reduction.

Implementation of the Affordable Care Act and enactment of Chapter 646, Statutes of 2013 (AB 720), create new opportunities to connect people leaving state prison and county jails to critical health, mental health, and substance use disorder treatment services. Several state and local entities are working collaboratively to establish processes and policies to facilitate pre-release inmate Medi-Cal applications from state prison. These efforts will inform what changes are necessary to facilitate eligibility determination for the local offender population.

As part of the implementation of the federal Affordable Care Act, California has expanded both benefits and eligibility for mental health and substance use disorder services. Consumers with income up to 400 percent of the federal poverty level will be eligible for federal subsidies to support expanded mental health and substance use disorder benefits.

MENTAL HEALTH SERVICES AND SUBSTANCE USE DISORDER TREATMENT

As of January 1, 2014, managed care plans now offer psychotherapy, psychological testing, outpatient services to monitor drug therapy, outpatient laboratory drugs, and psychiatric consultation to non-specialty benefits. These services should allow clients to stabilize and avoid more costly services.

Previously all eligible Medi-Cal beneficiaries could receive outpatient drug free treatment and treatment for opioid addiction through the county-administered Drug Medi-Cal Program. Beginning January 1, 2014, the state has agreed to fund an expanded set of services for individuals enrolled in Medi-Cal. The additional services are annual Screening and Brief Intervention and Referral to Treatment, inpatient detoxification services and intensive outpatient treatment, and residentially based substance use disorder treatment. The Administration is working with the federal government, counties, providers, and other stakeholders on adding these benefits and creating an organized delivery system.

MENTAL HEALTH WELLNESS

The 2013 Budget Act also included \$206.2 million (\$142.5 million in one-time General Fund) for a Mental Health Wellness initiative to strengthen local mental health services. This investment includes funding for at least 25 mobile crisis teams, 600 additional triage personnel, additional peer support crisis training, and increasing crisis stabilization and crisis residential treatment capacity by 2,000 beds. One of the primary goals of this funding is to increase access to intervention and treatment services to reduce recidivism and mitigate future public safety costs.

In the first funding round, 33 applications were received by the California Health Care Facilities Authority for the crisis residential and stabilization beds and the mobile crisis units. Final approval of funds is expected in April 2014, with a second round of funding if all funds are not allocated in the first round.

DEFINING RECIDIVISM

Chapter 270, Statutes of 2013 (AB 1050) requires the Board of State and Community Corrections, in consultation with stakeholders, to develop definitions of key terms used in the criminal justice system. These include recidivism, average daily population, and treatment program completion rates, as well as other terms that may be relevant in order to facilitate consistency in local data collection, evaluation, and implementation of evidence-based practices and evidence-based programs.

In November 2013, the Board approved the establishment and membership of an Executive Steering Committee (ESC) consistent with the membership identified in AB 1050. The ESC has held two meetings to date and future meetings will be held every six weeks. The discussion has included a review of the legislation and its intent, a review of existing state and national definitions, a recidivism presentation by the California Department of Corrections and Rehabilitation, and a discussion of data elements. The ESC expects to complete its work in the next year.

RECIDIVISM REDUCTION

A review of some of the research confirms there is evidence about what works in reducing recidivism. A 2008 report “What Works—Effective Recidivism Reduction and Risk-Focused Prevention Programs,”⁵ by the RKC Group for the Colorado Division of Criminal Justice indicates that education and vocational training, substance abuse treatment, drug courts, early intervention of mental health services and cognitive behavioral programs are effective

⁵ The “What Works—Effective Recidivism Reduction and Risk-Focused Prevention Programs” report by the RKC Group for the Colorado Division of Criminal Justice is available at: <http://www.colorado.gov/ccjdir/Resources/Resources/Ref/WhatWorks2008.pdf>

in reducing recidivism. The Developing Justice Coalition in “Current Strategies for Reducing Recidivism”⁶ (2004) cites three components for programs in prison and aftercare that are key to reducing recidivism—substance use disorder treatment, education and employment services.

As discussed above, important work has begun on the implementation of health care expansion and both the early intervention of mental health services and the expansion of substance use disorder treatment are positively correlated with recidivism reduction.

For a number of years, the California Department of Corrections and Rehabilitation has reported on the impact of recidivism on the prison population.

CURRENT RECIDIVISM REPORTING FOR INMATES RELEASED FROM STATE PRISON

The Department has reported recidivism rates for adult felons released from state prison since 1977. Over the years, the methodology for reporting recidivism has changed. Commencing in 2010, felons were tracked for a three-year follow-up period, regardless of their status on parole or whether they discharged. An offender is counted as a recidivist if he or she is returned to prison, whether for a new crime or for a parole violation, within that three-year period.

The Department measures recidivism by tracking arrests, convictions, and returns to state prison and reports on each measure at one-, two-, and three-year follow-up periods using release cohorts by fiscal year. Civil addict commitments are not included in the release cohort. An arrest is defined as any felony, misdemeanor, or supervision violation offense occurring within the state of California. This would include flash incarcerations, warrant holds, and parole/probation violations. A conviction is defined as any felony or misdemeanor offense within the state of California, regardless of whether the conviction resulted in incarceration. The Department uses returns to prison as the primary measure of recidivism for the purpose of its recidivism report because it is the most reliable measure currently available and is well understood and commonly used by correctional stakeholders. State prison is a measurement of offenders who “return to prison,” defined as:

- An individual convicted of a felony and incarcerated in an adult prison who was released to parole, discharged after being paroled, or directly discharged from the Department during a defined time period and subsequently returned to state prison or a contracted facility during a specified follow-up period. Admissions to jail, federal institutions, or out-of-state facilities are not included.

⁶ The “Current Strategies for Reducing Recidivism” report by the Developing Justice Coalition is available at: http://doczine.com/bigdata/1/1367196895_70f968f841/recidivismfullreport.pdf

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The recidivism rate is calculated using the ratio of the number of felons in the recidivism cohort who were returned to prison during the recidivism period to the total number of felons in the recidivism cohort, multiplied by 100.

$$\text{Recidivism Rate} = \frac{\text{Number Returned}}{\text{Recidivism Cohort}} \times 100$$

The recidivism report produced by the Department examines how recidivism rates vary across time and place, by person (personal and offender characteristics), and by incarceration experience (e.g., gender, race/ethnicity, age at parole, length-of-stay, California Static Risk Assessment, mental health designation). By examining offender characteristics in more detail, the Department is able to provide information regarding recidivism to executives, lawmakers, and other correctional stakeholders who have a vested interest in the dynamics of reoffending behavior and reducing recidivism.

The Department employs an approach that is consistent with that set forth in prior reports so policymakers and researchers have year-to-year comparisons. Accordingly, the data associated within each cohort will supplement those reported in previous years, providing a progressively fuller picture of trends in recidivism with each successive report.

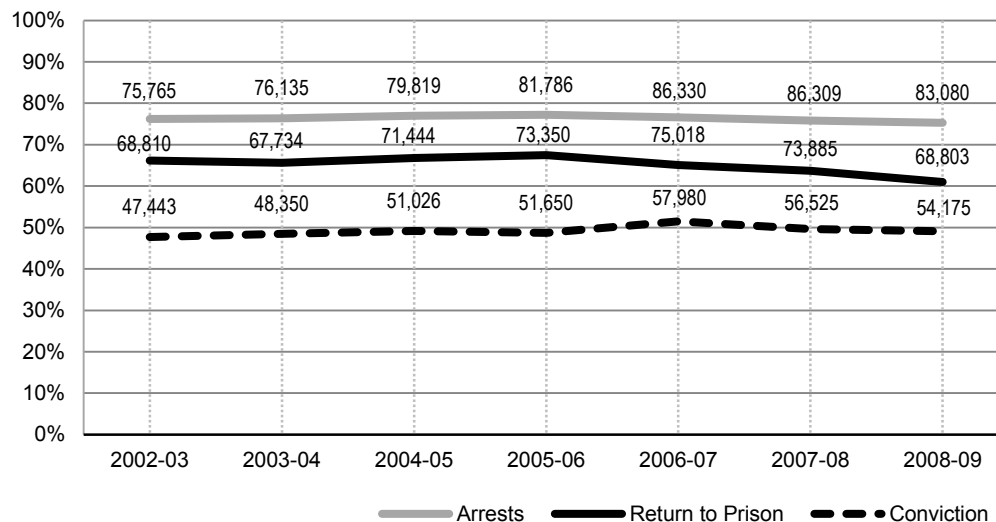
2013 RECIDIVISM RATES FOR INMATES RELEASED FROM STATE PRISON

The most recent Outcome Evaluation report was published in 2013 and followed offenders released from Prison in 2008-09 to determine their recidivism patterns. Using the three measures of recidivism discussed above (i.e. arrests, convictions, and returns to prison) the release cohort was tracked and recidivism was computed for each measure as displayed in Figure 13. Some of the key findings from the report include:

- The total three-year recidivism rate (returns to state prison) for all felons released during 2008-09 was 61.0 percent.
- Most felons who recidivate return to prison within a year of release (74.1 percent).
- Females have a 48.9 percent recidivism rate, which is 13.5 percentage points lower than that of males.
- Younger felons recidivate at the highest rates. Inmates released at age 24 or younger return to prison at a rate of 67.2 percent.

- Recidivism rates are highest among Native Americans/Alaska Natives (69.9 percent), Black/African Americans (66.1 percent), and Whites (64.0 percent).
- About a quarter of all inmates are paroled to Los Angeles County after release. Of these parolees, 50.4 percent recidivate within three years, which is lower than the statewide average.

Figure 13:
Three-Year Recidivism Rates by Fiscal Year Released



REENTRY

As outlined in the Governor’s Budget, the Administration recognizes that reentry programs with more intensive rehabilitative services are a valuable means for transitioning offenders back into the community and reducing recidivism.

THE BLUEPRINT—REENTRY HUBS

The Blueprint also significantly expands rehabilitation in prisons through programs and housing improvements that better suit the current population. Through the Blueprint the Department is increasing the percentage of inmates served in rehabilitative programs to 70 percent of the target population; the Department served 42 percent of the target population in 2012-13.

A major component of the Blueprint is the establishment of 13 reentry hubs in designated prisons. Reentry hubs provide relevant services to inmates who are within four years

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of release and who demonstrate a willingness to maintain appropriate behavior to take advantage of programming.

In September 2013, the Department activated four reentry hubs at California Institution for Women, California Men's Colony, Central California Women's Facility, and Ironwood State Prison. Provider contracts have been awarded and eligible inmates are receiving programming. Additional eligible inmates are being identified and transfers to these hubs will begin soon.

In March 2014, provider contracts for seven additional hubs have been awarded for Avenal State Prison, California Institution for Men, Correctional Training Facility, Chuckawalla Valley State Prison, High Desert State Prison, Substance Abuse Treatment Facility at Corcoran, and Valley State Prison. A final reentry hub will be sited at California State Prison, Los Angeles County.

Reentry hubs provide an array of programs, including:

- Career technical education programs.
- Cognitive behavioral therapy to address inmates' needs as identified through an assessment tool. These programs are a priority for inmates serving their last year of incarceration.
- Substance use disorder treatment programs for inmates with 6 to 12 months left to serve. Research shows that in-custody treatment during the last six months of incarceration, combined with services in the community post release, results in a significant reduction in recidivism.
- Employment training that includes job-readiness skills prior to release, as well as linkages to one-stop career centers and other social service agencies in the offender's county of residence. Lack of employment has been noted as one of the biggest barriers to successful reintegration into society.
- The Cal ID project assists eligible inmates in obtaining state-issued identification cards to satisfy federal requirements for employment documentation and to allow them to be eligible for public assistance programs, such as Medi-Cal and CalFresh. The first Cal ID cards arrived at institutions in December 2013. The Administration continues to work on ways to increase the number and timing of identification cards to eligible inmates.

The programs offered at the reentry hubs are very consistent with both some of the needs offenders have identified through the stakeholder process and with the research on best practices for reducing recidivism.

2014-15 GOVERNOR'S BUDGET PROPOSALS

The Administration continues to recognize that reentry programs and rehabilitative programs in a reentry setting are a valuable means for transitioning offenders back into the community and preventing recidivism.

Therefore, the 2014-15 Governor's Budget proposes the following program expansions to be funded through the Recidivism Reduction Fund:

- **Additional Substance Use Disorder Treatment in State Prison**—\$11.8 million to expand substance use disorder treatment to 10 non-reentry hub institutions, with expansion to the remaining 11 institutions planned for 2015-16. Another \$9.7 million to provide substance use disorder treatment and other cognitive behavioral therapy programs at in-state contracted facilities.
- **Integrated Services for Mentally Ill Parolees**—\$11.3 million is proposed to allow the Department to expand the number of program slots from 600 to 900 in 2014-15. This is a comprehensive treatment model which provides varied levels of care, supportive and transitional housing, and an array of mental health rehabilitative services to assist with the development of independent living.

The 2014-15 Governor's Budget also proposes the activation of the Northern California Reentry Facility, as well as an appropriation to support reentry facilities in the community. It is critical to partner with local communities so there is an easier and more successful transition to the community when inmates are released.

- **State Reentry Hub—Northern California Reentry Facility**—The Department plans to use this 600 bed facility in Stockton for reentry though it will take more than two years to make the necessary renovations to move inmates into this facility. Statutory changes are needed to reclassify the facility's purpose and allow male inmates to be housed in the facility. \$8.3 million from the Recidivism Reduction Fund will be used for design of the facility.
- **State Reentry in the Community**—\$40 million would be used for a variety of reentry programs for inmates within one year of release from prison. There are many different and effective models that can be considered. Programs could be located in a county jail or in an appropriate state, local, or private community facility. These should be smaller

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facilities that offer appropriate services such as work training, education, practical living skills, as well as substance use disorder and mental health treatment. Having facilities in the community will also allow the state and county probation to partner in linking these inmates to services in the community upon release.

Existing statute authorizes inmates who are within 60 days of release to be housed in a county jail facility for transition purposes. In the 2013 Budget Act, funding was designated for contracting with four counties for a pilot jail reentry program. This pilot requires a risk and needs assessment for each inmate, individualized treatment plans, specified programming such as general education development classes, job readiness, and cognitive behavioral therapy. One county has contracted with the Department to operate this pilot. To expand the use of the jail reentry program which is currently authorized in statute, the Governor's Budget also proposes legislation to extend this time period for up to one year prior to release. Additional counties may be willing to participate in the program if they have additional time to work with the inmates.

Critical changes are already underway in the state and local criminal justice systems. Counties' success in implementing evidence-based programs as part of 2011 Public Safety Realignment and the emphasis on reentry hubs and appropriate programming in state prison will have a positive impact on reducing recidivism.

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